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9 March 1954

MEMORANDUM FOR: Colonel White

1. Attached is the staff study addressed to the DCI by the AD/P on the question of air travel accommodations. The AD/P's paper recommends (1) that no general policy advocating second-class travel be issued, but (2) that an Agency Notice be published to provide that "air coach or tourist class accommodations will be used rather than first-class air travel when operationally desirable" if (a) such travel can be arranged within the desired departure and arrival times, (b) the traveler will not have to pay baggage which he would receive first class, and (c) the operating office requests such air coach or tourist travel. However, the Notice proposed by the AD/P would preclude air coach or tourist travel whenever the traveler and his dependents are eligible under CIA regulations for sleeping berths which are obtainable only under first class.
2. The Office of the General Counsel concurs in the AD/P's recommendations.
3. The Chief of Logistics concurs in the first AD/P recommendation, i.e., that CIA should shy away from a policy which advocates tourist or air coach travel. He disagrees, however, with the Notice proposed by the AD/P. Mr. Garrison argues that there is no need for the Notice, since presently air coach or tourist travel is used whenever operationally desirable. Further, he believes that a statement to the effect that air coach or tourist travel should be used when operationally desirable would be cancelled out by the provision in the Notice which states that when the traveler is entitled to first-class sleeping accommodations he will travel first-class. He also mentions a point which the Personnel study overlooked. That is that if the CIA is the only Agency to encourage or use on a broad scale second-class air travel, our people would be identified as CIA personnel through such travel. In overseas areas where personnel would carry and display Government credentials this may be an important factor.
4. The use of the term "operationally desirable" is subject to misinterpretation. Apparently the AD/P has used it in the sense that second-class travel is authorized, if it will not jeopardize operational activity. Mr. Garrison, however, has drawn an opposite interpretation, so that to him it says that such travel will be used when operational activity is enhanced. The meaning would have been less susceptible to distorted interpretation, if the AD/P had used the term "operationally feasible."

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25X1A9A 5. The Comptroller's comments reflect general concurrence with the Office of Personnel paper. However, he has reworked the proposed Agency Notice. [] has told me that the Comptroller's Office feels that the changes they have made in the Notice are regarded as absolutely necessary to them. Their feeling is that if the Personnel Office draft were to stand it would create an impossible burden to the people who have to audit travel vouchers for payment. This is because the Personnel sponsored Notice states that - if "operationally desirable" - travel will be second-class provided a number of criteria are satisfied. [] says that stating the policy in this way will require detailed examination of claims to see what conditions surrounded the travel, in relation to the criteria, in order to determine, if, for example, claims for reimbursement for first-class travel are properly supported. This kind of review procedure is cumbersome, requiring certificates, requests for clarification, etc. from operating supervisory officials. 25X1A9A

6. As an alternative to the Personnel draft of the proposed Notice, the Comptroller urges his own version. His Notice would leave it entirely up to the discretion of "the official sponsoring the travel" to determine whether second-class travel is to be used. He would retain the restriction provided by Personnel to the effect that second-class travel would not be arranged if the traveler were entitled to sleeping berth obtainable only under first class. In any case, whichever draft, if any, is adopted the Comptroller says that he wants it made explicit that the sponsoring official has sole responsibility for determining mode of travel, and that travel orders will automatically be construed to authorize first-class travel unless specifically saying something to the contrary. 25X1A9A

7. I have discussed these materials with [] particularly the Comptroller's comments. Ed is in general agreement with Mr. Saunders' views, but feels that criteria should be spelled out to guide officials in the discretionary exercise of their responsibility for determining the mode of travel. It is his belief that some of the criteria mentioned in the Personnel draft would help supervisors decide. In order to overcome these objections I have prepared a redraft of the Comptroller's Notice. This version retains the objectives of the Comptroller, but is organized in such a way as to furnish better guidance to officials who must decide what travel to select for their employees. It includes, as one of the criteria, a statement to the effect that the official authorizing the travel must determine if it is operationally feasible. In this way the Notice may overcome the objection noted by Mr. Garrison, namely, that too uniform selection of second-class accommodations will serve to identify CIA personnel (since other Federal personnel travel first-class).

8. I recommend that our version of the proposed Notice be referred to the AD/P to see if he would go along with the changes we have made. If he does, then I believe it should be brought to the attention of the DD/I and DD/P, at least. DD/I would, of course, concur immediately.

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